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AIR FORCE MATERIEL COMMAND

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Acquisition

ACQUISITION STRATEGY PLANNING PROCESS

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This pamphlet describes acquisition strategy planning and recommends procedures for the planning and conduct of Acquisition Strategy Panels (ASP) within the command. It does not apply to Air National Guard or to US Air Force Reserve units and members.

1. Objective. The objective of acquisition strategy planning is to ensure a consistent, sound, disciplined, functionally integrated acquisition strategy is developed and documented in the Single Acquisition Management Plan (SAMP) or Acquisition Plan (AP) to meet the user's needs within resource constraints. This pamphlet provides guidance for the SAF/AQ Policy Memo 95A-009, 7 Nov 95. Reference DoD 5000.2-R, 15 Mar 96, FAR Part 7.101, DFARS 207.1, AFFAR Sup 5307.104, and AFMCFAR Sup 5307.105.

2. Definition, Documentation, and Applicability:

2.1. Definition. Acquisition strategy planning is a "top-down" process focused on the program manager (PM) (defined as the single manager responsible for program acquisition and execution; i.e., System Program Director, Product Group Manager, or Materiel Group Manager) and incorporates the guidance of a standing cadre of executive and senior advisors from functional disciplines early in the formulation of the acquisition strategy. SAF/AQ Policy Memo 95A-009 provides significant opportunity for delegation/tailoring to meet the needs and situation of the acquisition.

2.1.1. Pre-ASP Meetings. Meetings held with program and functional experts on an as required basis to prepare the PMs for ASPs.

2.1.2. Standing ASP. The standing ASPs are formed to provide consistent counsel to PMs early in the development of their acquisition strategy. ASP membership includes representatives from several functional disciplines, including, but not restricted to: test, legal, operations, engineering (hardware and software), contracting/competition advocate, logistics/sustainment, program management, and representatives from the Defense Contract Management Command (DCMC). The categories of standing ASPs include:

2.1.2.1. Service Acquisition Executive (SAE)-level ASP. The SAE-level ASP is chaired by SAF/AQ and is staffed by general officers (GO) and Senior Executive Service (SES) members appointed by SAF/AQ for ACAT I programs.

2.1.2.2. Senior-level ASP. The senior-level ASP is chaired by the PEO/DAC and is staffed by colonels, GM-15s, or higher appointed by SAF/AQ for ACAT II programs acquisitions leading to a major milestone decision..

2.1.2.3. Center-level ASP. The center-level ASP is chaired by the PEO/DAC and is staffed by GM-15s, colonels, or higher appointed by the center commander for use in ACAT II programs (significant program changes, high interest and actions, and other, follow-on acquisitions) ACAT III and other sustainment/non-ACAT programs which do not require higher level ASP activity as a result of AFFAR Table 5307-I.

2.2. Documentation. For ACAT I and II programs, a SAMP will be written. For ACAT III programs, a SAMP is optional; and for sustainment and non-ACAT acquisitions, an AP may be more appropriate.

2.3. Applicability. Acquisition strategy planning is applicable prior to significant contractual actions. Normally, these are identified by the need for the development of a SAMP or AP and are prescribed in FAR Part 7. A center- level standing ASP is normally appropriate for other than ACAT program acquisitions which require an acquisition planning document.

3. Acquisition Strategy Planning Process:

3.1. Process start. Acquisition strategy planning starts once the Program Management Directive (PMD) or purchase request is approved and the Air Force commits to the acquisition (i.e., resources committed), or if a program has undergone a major program change/redirection. At that point, the PEO/DAC and the program manager should begin work on the SAMP or AP (if required), call for an ASP panel meeting, seek a lessons learned package from the appropriate ASP secretariat, coordinate the ASP meeting with the appropriate ASP secretariat, develop the acquisition strategy, host the ASP, and finalize documentation using the SAMP (or AP) format.

3.1.1. Tailoring the Acquisition Strategy Planning. Acquisition strategy planning should be tailored to complement the particular characteristics; i.e., size, complexity, risk, importance of the acquisition.

3.1.2. Pre-ASP Activity. The PM may conduct pre-ASP meetings with various experts to prepare for the ASP meeting(s). This pre-ASP activity is an iterative approach to development of an acquisition strategy. This activity is intended to allow the various functional experts to provide the program manager with increasingly focused advise and lessons learned over time. Pre-ASP activity should be dedicated to the resolution of major problems prior to holding a formal ASP. Schedules as many pre-ASP meetings as necessary for a particular acquisition. If writing a SAMP, these meetings will normally be part of the SAMP process. While the ASP meeting is meant to provide advice to the PM in developing the acquisition strategy, the PM should have a thoroughly developed presentation for the ASP.

3.2. ASP:

3.2.1. Function. The ASP members should review the integrated acquisition strategy for realism, flexibility, risk, responsiveness to the user, overall balance, and executability. The ASP chairper-

son should ensure all pertinent aspects of the strategy have been discussed as appropriate and approve panel minutes. Using the guidance gained as a result of the ASP, the PM should be in a position to finalize the SAMP or AP and submit it for final approval.

3.2.2. Discussion Topics. The PM should brief the ASP on, as a minimum, the basis for establishing explicit program cost, schedule, and performance objectives. Additionally, the PM should brief on the following topics as appropriate for a complete understanding of the proposed acquisition. Use the ASP briefing template as guide to preparing for the ASP.

3.2.2.1. Background:
- Office of the Secretary of Defense and Air Force guidance.
- Program overview and procurement history.
- Program or project risks.
- Program office organization (joint office).
- Program office resource requirements/con-straints (funds and manning).

3.2.2.2. Plan of Action:
- Acquisition alternatives considered.
- Overview of proposed acquisition strategy.
- Milestone chart depicting the objectives of the acquisition.
- Anticipated costs.
- Integrated Weapon System Management (IWSM) -- cradle to grave.
- Joint and international opportunities.
- Total system performance responsibility.
- Engineering summary.
- Test concept summary.

3.2.2.3. Sources:
- Market research and analysis for commercial and nondevelopmental items.
- Dual-use technologies capability.
- Stability of program to encourage industry to invest, plan, and bear risks.

3.2.2.4. Cost, Schedule, and Performance Risk Management:
- Methodologies to acquire and operate affordable DoD systems.
- Cost/performance tradeoff analysis.
- Cost management incentives.
- Test program correctly scoped.

3.2.2.5. Contract/Business Approach:
- Types of contracts contemplated for this and each succeeding phase.
- Considerations of risk assessment.
- Risk-sharing by government and the contractor.

- Incentive structure for contractors to decrease cost.
- Options for future requirements.
- Multiyear contracting potential.
- Competition.
- Component breakout plans.
- Subcontract management (make or buy plans, contractor purchasing system review, consent to subcontract issues, competition in subcontracting clause, and award fee plans).
- Cost performance.
- Funding approach.
- Funding profile.
- Advance procurement.
- Contingent liability summary.
- Life cycle costs.
- Warranty strategy.

3.2.2.6. Management Approach:
- Streamlining Initiatives.
- Lightning Bolt applicability and implementation.
- Specifications and standards.
- Lean Aircraft Initiative (if applicable).
- Early industry involvement.
- Joint Program Management.
- Utilization of acquisition and test organization facilities of the military departments.
- Technical representatives at contractor facilities.
- Information sharing and DoD oversight.
- Test.
- Combined test (Developmental test/ Opera-tional test).
- Use of military facilities.
- Best practices.
- Integrated Data Environment: Extent of access to digital programmatic and technical data.

3.2.2.7. Environmental, Safety, and Health Considerations:
- Programmatic environmental, safety, and health (ESH) assessment.

3.2.2.8. Source of Support:
- Logistics support concepts identified early in the program.

- Integration of source of support decision into development and logistics support planning.

3.2.2.9. Defense Acquisition Board (DAB) Interface (if applicable):

- Schedule.
- Briefings.
- Exit criteria.
- Relationship to Request for Proposal (RFP) release and contract execution.
- Overarching Integrated Process Teams (OIPT).

3.3. SAMP/AP. This is the "write the plans" step in acquisition strategy planning. It is the final step in the planning, and it may start as early as the very beginning of the process, but is not finalized until after the ASP. A "strawman" SAMP or AP should be prepared early in the process and be near completion when the ASP is held.

3.3.1. Finalizing the document after completion of the ASP has several advantages: first, it allows incorporation of the advice provided by the ASP experts; second, it focuses the program office on major issues and their proposed resolution in building a sound program prior to the ASP; third, it facilitates greater functional integration in preparation for the ASP; and finally, it establishes a "big picture" of the acquisition with visibility into the program baseline, environmental analysis, logistics support planning, test and evaluation planning, and other necessary supporting planning efforts.

3.3.2. At the conclusion of this step, a coherent, integrated program strategy should exist and the program should be ready to finalize the solicitation.

4. Responsibilities:

4.1. This section describes the roles of the major participants in the ASP.

4.1.1. SAF/AQ:

4.1.1.1. Approves membership of SAE and senior standing ASPs.

4.1.1.2. Chairs or delegates ASPs for selected acquisitions IAW the ASP matrix in the SAF/AQ Policy Memo 95A-009.

4.1.1.3. Approves supplemental ASP attendees and ASP minutes (if ASP chairperson.)

4.1.2. Standing ASP Members:

4.1.2.1. Consistently attend ASP meetings.

4.1.2.2. Are familiar with the ASP concept of operations and the role and expectations of ASP members.

4.1.2.3. Are familiar with the requirements and acquisition to be examined.

4.1.2.4. Research functional issues and provide consistent counsel.

4.1.2.5. Evaluate strategies for realism, flexibility, risk, overall balance, responsiveness to the user, and executability.

4.1.2.6. Provide suggested lessons learned for the ASP secretariat prior to adjourning from the

ASP.

4.1.3. Program Manager:

4.1.3.1. Implements the acquisition strategy planning.

4.1.3.2. Leads team developing the acquisition strategy for presentation at the ASP.

4.1.3.3. Requests ASP meeting from the Milestone Decision Authority (MDA).

4.1.3.4. Suggests appropriate ASP chairperson, standing panel, and supporting secretariat IAW ASP matrix.

4.1.3.5. Suggests and obtains ASP chairperson's approval of supplemental ASP attendees (if designated ASP chairperson).

- Considers a representative from the appropriate Responsible Test Organization or Single Face to the Customer Office.

4.1.3.6. Notifies appropriate ASP secretariat to schedule ASP after MDA approval.

4.1.3.7. As a goal, projects initial ASP date 4 months prior.

4.1.3.8. As a goal, confirms ASP at least 45 days before the meeting date.

4.1.3.9. Prepares the ASP briefing and prepares for the ASP meeting.

4.1.3.10. Uses templates (tailorable) maintained by the ASP secretariat.

4.1.3.11. Concentrates primarily on program/ strategy activities.

4.1.3.12. Provides two-page executive summary of upcoming acquisition to ASP secretariat for distribution to standing ASP members and other invitees 45 days prior to meeting.

4.1.3.13. Provides fund citation for travelers including ASP secretariat personnel, if required.

4.1.3.14. Provides strategy to the ASP. Invites ASP membership to provide comments, suggestions, and expertise to be used in developing the final strategy which will be subsequently documented.

4.1.3.15. Approves ASP minutes (if ASP chair-person).

4.1.4. PEO/DAC:

4.1.4.1. Approves PM's ASP meeting request or coordinates with SAF/AQ.

4.1.4.2. Supports and attends ASPs chaired by SAF/AQ, chairs ASPs, or delegates.

4.1.4.3. Authorizes others to supplement standing ASP (if ASP chairperson, as required).

4.1.4.4. Determines appropriate chairperson and standing ASP.

4.1.4.5. Approves delegation of chairperson role if redelegation is authorized.

4.1.4.6. Approves ASP minutes (if ASP chair-person).

4.1.4.7. Establishes local ASP secretariat for focal point for all local ASP activity and to interface with ASP secretariat.

4.1.5. Center Commander:

4.1.5.1. Approves PM's ASP meeting request or coordinates with SAF/AQ.

4.1.5.2. Supports and attends ASPs chaired by SAF/AQ, chairs ASPs, or delegates.

4.1.5.3. Authorizes others to supplement standing ASP (if ASP chairperson).

4.1.5.4. Approves delegation of chairperson role if redelegation is authorized.

4.1.5.5. Approves ASP minutes (if ASP chair-person).

4.1.5.6. Establishes local ASP secretariat for focal point for all local ASP activity and to inter-face with ASP secretariat.

4.1.6. ASP Secretariat:

4.1.6.1. Maintains ASP master schedule.

4.1.6.2. Serves as secretariat for the SAE and senior-level ASP.

- Schedules ASP meetings.
- Maintains proposed ASP briefing format and executive summary templates.
- Distributes executive summaries (provided by PM).
- Assists with logistics (room arrangement, travel arrangements) as required.
- Works with the appropriate program office to ensure that minutes are taken, approved and distributed for all SAE and senior-level ASPs.
- Ensures center commander or representa-tive is invited.

4.1.6.3. Provides lessons learned repository.

- Shares information with requesting PMs.
- Ensures lessons learned are collected from all SAE and senior-level ASPs, attempts to gather as many center-level lessons learned as possible.
- Seeks innovative ways to distribute lessons learned to all impacted personnel.
- Provides recommendations and trend analysis based upon lessons learned.
- Provides templates, guidance, and assistance to center ASP secretariats or RFP support teams as appropriate.

4.1.7. Center ASP Secretariats:

4.1.7.1. Assure center standing ASP members and other attendees are invited to center-level ASPs

4.1.7.2. Assure business clearance approval authority is notified and provided an opportunity to attend center-level ASPs.

4.1.7.3. Schedule ASP meetings and notify standing members and other invitees as identified by PM.

4.1.7.4. Perform other ASP activities as directed by the center commander.

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